

ESTABLISHMENT OF A NATIONAL DEFENSE EXECUTIVE
RESERVE PROGRAM IN THE DEPARTMENT OF STATE

Authority for the Establishment of a Reserve Program

In enacting the Defense Production Act amendments of 1955, the Congress provided for the establishment of a National Defense Executive Reserve. By Executive Order 10660, signed February 15, 1956, the President ordered the establishment of such a Reserve in the Executive Branch "to be composed of persons selected from various segments of the civilian economy and from Government to be trained for employment in executive positions in the Federal Government during periods of emergency." The President also directed the Director of the Office of Defense Mobilization to institute and administer the program.

In furtherance of the directive, the ODM Director has issued Defense Mobilization Order I-21 which sets up ground rules for the Reserve, including the following:

1. Reservists shall be persons with broad experience in such important functional areas as production, manpower, transportation, etc., and qualified to participate in an executive capacity in such areas in event of emergency.
2. The number of Reservists shall be limited to those for which there is a demonstrable need in essential mobilization functions.
3. To avoid duplication and excessive demands on a single employer, a central register of Reserve members will be maintained by the Civil Service Commission.
4. Each Reserve member will be asked to submit a statement of understanding indicating: (a) willingness to attend a training course once a year; (b) immediate availability in event of emergency; (c) employer concurrence in (a) and (b) above; and (d) assurance that he will notify the agency whenever his status changes so as to make unlikely his availability for full-time service in event of national emergency.
5. Each agency is to establish a training program for Reserve members, including among other things, orientation, continuing information, and participation in the testing of mobilization plans at relocation sites.

Specific authorization for a State Department unit of the National Defense Executive Reserve is contained in a letter to the Secretary from the ODM Director dated February 24, 1956, which includes the following: "If after review of your potential requirements for executive

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talent under mobilization conditions you determine that a unit of the Reserve should be established in your Department, you are authorized to do so."

Basic Considerations

1. The purpose of a National Defense Executive Reserve is to provide a cadre of qualified, trained, available executive personnel which, in event of a sudden emergency of unprecedented magnitude, can carry on the essential functions of Government.
2. A Department of State unit of the National Defense Executive Reserve will provide a standby force which will take over at the Department's relocation site should most of the Department personnel in Washington be wiped out as the result of a sudden nuclear bomb attack.
3. In event of the type of emergency contemplated in the establishment of an Executive Reserve, it can be assumed that the Department, at least for an initial period of time, will perform only those basic functions in the conduct of international affairs which are essential to the defense of the country.
4. The development of a Reserve program requires that primary attention be directed toward provision for the effective performance of essential functions during an initial period under emergency conditions. Neither the problems to be faced at that time, nor the specific organizational structure that will be required can be specifically projected now. Accordingly, the necessary planning for a Reserve must be undertaken completely objectively and without regard to the current organizational structure.
5. The Reserve must be an active Reserve - ready to take over operation of the Department at any time. This means that its members must receive appropriate training from time to time; that they are kept generally informed about foreign policy developments and about such administrative matters as Department organization and emergency planning developments. It means that there must be a periodic review of the membership to assure that all members are available, healthy, and interested, and that age, security considerations, or other factors have not minimized their usefulness. It also means that Departmental machinery for handling the Reserve must be kept well oiled.
6. In view of the administrative problems involved in the establishment and maintenance of an active reserve, Office of

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Defense Mobilization policy advice, cost, and other considerations, the Reserve must be very limited in size, at least initially.

7. In event of great emergency, transportation and communication facilities will be chaotic for some period of time, so that there can be no reliable prediction as to when, or if, a Reserve member can reach the relocation site (if he has survived the catastrophe).
8. The purpose of the Executive Reserve cannot be met if designees are also members of the Armed Services Reserve subject to recall in event of emergency.
9. The plan for an Executive Reserve should be supplemented by plans for the utilization of selected retired Foreign Service and Departmental officers and for the assignment to Washington of overseas personnel as may be possible and desirable in the light of emergency conditions.

Type of Reserve Program

Two basic types of Reserve program have been proposed. The Reserve could consist of name alternates to incumbents of certain present positions, or it could be a pool of executive talent. Special provisions, in any case, must be made for overall direction in time of emergency.

The major advantage of the first type is that a Reservist could be trained in the expectation that he would undertake a particular job at the relocation site. However, Department operations in time of emergency could not wait on the uncertain arrival at the relocation site of particular individuals (who might not, of course, have survived enemy attack). The work of the Department, moreover, and the most efficient organization, necessarily will depend on conditions at the time of the emergency and may or may not utilize present positions.

The establishment of the Reserve as a pool of qualified executives on the other hand, would provide necessary flexibility when and if an emergency occurs. Work assignments could be made in the light of the then existing conditions as Reservists report for duty at the relocation site. Initial operations could be undertaken under a streamlined organizational pattern, rather than being geared to the formal organization existing today or at any given future time. Although a Reserve of this type may involve some initial lost motion at the relocation site and complicates the training problem, it is regarded as most practical. The disadvantages, moreover, would be minimized by selecting Reservists both in the light of their general competence and the desired distribution of functional skills within the Department's Reserve unit. Thus,

certain Reservists would have a background which primarily qualified them for political work, while others would be primarily qualified for economic work, and so on. Each functional group would receive orientation and training in its field (provided largely by the appropriate functional area of the Department). In event of emergency, while the Reservists would be prepared for work in a particular field, they would be available for assignment as the needs of the situation dictated.

Special arrangements are required to assure overall direction at the relocation site, since it is assumed that the Secretary (for whom provision has been made apart from an Executive Reserve) and the Under Secretary (who presumably would be named by the Secretary) would be at the Government command post. The initial task in such an emergency would be to establish the Department of State, including both its domestic and, as possible, overseas operations as a going concern. Accordingly, it would be appropriate for an alternate to the Deputy Under Secretary for Administration to provide overall direction, acting, at least during the initial period of the emergency, in the capacity of the Secretary's deputy at the relocation site (with an emergency title of Deputy Secretary for Operations). In order to provide a margin of safety, it would be desirable to name three alternates as Reservists. They should be named in 1-2-3 order, with each designee understanding clearly his rank order and his responsibility for taking over until and unless a higher-ranking designee arrives.

Number and Type of Basic Skills Required in the Reserve

The purpose of establishing a Reserve must be kept clearly in mind in determining its size and composition. It is intended to provide a pool of trained executives who in event of emergency can carry on the essential functions of the Department until the Department is reorganized and restaffed on a wartime basis. Accordingly, and in view of other basic considerations, the Reserve should be as small as possible, and should contain a balance of skills necessary for the maintenance of those minimum operations which would be clearly State Department responsibilities and would contribute directly to national defense in event of an atomic war. The functions of the Department and the key positions involved have been analyzed carefully on the basis of these criteria, and it is proposed that sixty Reservists be designated with qualifications making possible the following general distribution of skills:

Political a/	24
Administrative	13
Intelligence b/	8
Economic	6
Consular	5
Information	3
Legal	1
	<u>60</u>

a/ Including provision for Public Affairs policy.

b/ The extent to which provision should be made for skills in this field probably depends on a policy decision as to State's role in the intelligence field in event of emergency. It may be desirable to substitute other skills to some extent.

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The required skills would be of a high order and Reservists would be selected who could provide executive direction for the Department at levels from Division Chief to Assistant Secretary and Deputy Under Secretary.

Two points are made with respect to this proposal. First, the kinds of skills required are not mutually exclusive, and every effort should be made to select Reservists who possess two or more such skills. Secondly, with respect to the size of the Reserve, if experience later indicates that a larger Reserve is desirable and manageable, the number can then be increased accordingly.

Plan for Establishment of the Reserve

The following plan for a Department of State Unit of the National Defense Executive Reserve has been developed in an effort to meet definite needs of the Department. It draws, however, on the plan of the Office of Defense Mobilization to the extent practicable. (ODM during the last year has tested the Reserve program with a pilot operation involving about 50 Reservists).

1. Membership in the Reserve must involve an official act, but must stop short of actual employment. The State Department Executive Reserve therefore should be constituted by the "designation" of qualified persons as Reservists by the Secretary of State.
2. Because of the desirability of immediate establishment of a Reserve, the program should be undertaken in two stages:
 - (1) A small group of Reservists (from 15 to 20) should be selected at once by PER from among former Foreign Service and Department officers. On the basis of their qualifications these Reservists would be given a primary assignment to one of the functional groups listed above.
 - (2) Subsequently, and as necessary for the maintenance of a full complement, additional selections to a total of 60 would be made by PER after receiving from each functional area of the Department suggestions as to persons qualified to direct work of the respective areas in time of emergency.
3. The names of persons selected for the Reserve would be checked out with SCA prior to negotiation with those persons in order to eliminate so far as possible any embarrassment to the Department that might be occasioned by a determination subsequent to negotiation not to designate an individual for security reasons. They would also

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be checked against the central register maintained by the Civil Service Commission (in accordance with regulations governing the National Defense Executive Reserve) in order to avoid the issuance of invitations to persons already in the Reserve and to avoid excessive governmental demands on a single employer.

4. Following these checks, PER would conduct appropriate negotiations with the respective individuals.
5. When a person consented to serve as a member of the Reserve, he would complete the documents required for security and record purposes, including Standard Forms 57 (Application for Employment), 86 (Security Investigation Data for Sensitive Position), 87 (Fingerprint Chart), and a Statement of Understanding (appendix A) signed both by him and by his employer. If the person is a full-time employee of another Government agency, the Deputy Assistant Secretary for Personnel would make a formal request to his agency for a non-reimbursable detail for Executive Reserve duties.
6. On receipt of the above-listed documents for each person, the Office of Personnel would:
 - (a) Obtain SY clearance.
 - (b) Prepare a Standard Form 52 (Request for Personnel Action). (Nature of action requested would be "Designation as Executive Reservist," while the position title would be "Member of the Executive Reserve.")
 - (c) Prepare a certificate for the Secretary's signature to the Executive Reservist, designating him a member of the State Department Unit of the National Defense Executive Reserve (appendix B).
 - (d) As necessary, prepare a letter for the Deputy Assistant Secretary's signature to the employer in appreciation of making his employee available for this purpose.
 - (e) Maintain an official file on each person designated as a member of the Executive Reserve.
 - (f) Furnish the Civil Service Commission the name of each person at the time of designation (or termination) as a member of the State Department Unit of the National Defense Executive Reserve, for inclusion in a central register being maintained for reference.

Selection Standards

Selection standards necessarily must develop as the Department gains experience with the Reserve program. At the outset, however, the following are suggested as minimum standards:

1. Experience

In view of the specialized mission of the Department of State, the most important selection standard is that a Reservist has proven executive ability in the Department and/or the Foreign Service or in a field closely related to the work of the Department of State.

2. Availability

Since the purpose of the Executive Reserve is to try to assure the immediate staffing of the State Department headquarters in event of emergency, it is essential that an Executive Reservist be available for duty at any time. He must be available for the "duration", or as long as needed, and must be willing in the initial period of the emergency to leave his family. Further, a Reservist must be willing and able to come to Washington and/or to other locations as necessary once or twice a year for orientation and training. (Members of the Armed Services Reserve and persons living outside the country should not be considered eligible for Executive Reserve designation because of the uncertainty of their availability.)

3. Age

A Reservist should be a mature, seasoned person, but one able to stand the rigors and swift pace of emergency operations. An age range for designees of from 35 up to 65 would seem practical.

4. Health

It is essential that a designee be in reasonably good health in view of the rugged conditions that can be expected in event of emergency operations. This must be made clear to a potential designee in the negotiations with him, and he should agree to withdraw if a physical examination given by the Department's Medical Branch at the time of his first orientation indicates a serious health problem. A further examination should be given whenever a Reservist is redesignated for an additional tour of duty.

5. Residence

In order to meet the purpose of the Reserve, designees

should reside at least 100 miles outside of the District of Columbia. Preference should be given persons who do not live in the major cities of the country. At least a majority of the Reservists should live east of the Rocky Mountains, in view of the travel problem that would arise in event of emergency and since Reservists will be needed immediately after an attack on Washington.

Maintaining an Informed Reserve

Reservists taking over the reins of the Department at any time should do so with a general knowledge of what they are expected to do and with a reasonable familiarity with current responsibilities and policies of the Department. Accordingly, specific arrangements should be made for the orientation of Executive Reservists.

Orientation requirements and techniques can be expected to change as the Reserve program develops over a period of time. At its outset, however, a three-fold orientation operation, as follows, is suggested:

1. Initial Orientation - to be in groups as soon as possible after Reservists are designated. This should include as a minimum: a briefing on emergency planning in the Government and, in particular, in the Department; a presentation of the purposes and mechanics of the Executive Reserve program; a briefing on the present operations and organization of the Department; a discussion of possible operational methods in time of emergency; a "global briefing" on present world conditions and U. S. foreign policy; and a visit to the relocation site. If practical, a substantial portion of the orientation should take place at the site and some time should be spent in working out problem exercises.

2. Periodic Reorientation - At least once a year the Reservists should be brought together for several days in Washington and the relocation site. The time should coincide with "Operations Alert" if it or a similar exercise is to take place. The reorientation program should bring up to date information made available in the initial orientation and should emphasize problem exercises.

3. Continuing Information - Each Reservist should receive all Department material distributed to the public, and appropriate internal documents such as the Director General's Newsletter and Departmental announcements. A periodic bulletin should be issued (perhaps twice a year) to cover emergency planning development, Department and Foreign Service operations, and other information to keep Reservists in touch with the continuing work of the agency which they may be called upon to manage at any time. In addition, arrangements should be made for areas of the Department to keep in touch with the group of Reservists whose background and experience are in the field of interest of the respective areas.

The effectiveness of a continuing orientation program can be increased if appropriate use is made of FSI resources and facilities. A high-level FSI officer, therefore, should be named as a liaison officer with PER on this phase of the Reserve program. Each area, also, should designate an officer to be responsible for orientation matters relating to the respective area. Finally, since the Civil Service Commission has been given certain overall responsibilities with respect to the training of members of the National Defense Executive Reserve, PER should coordinate the total orientation program with the Commission.

Activation of the Reserve

The Reserve would be activated automatically in event of attack on Washington. Each Reservist during his initial orientation would be given standing orders, to proceed to the relocation site immediately on the declaration of an emergency. These orders would be in written form and would request that Civil Defense, police, military and other authorities assist the Reservist in every way possible. A pass similar to those issued Department employees under instructions to report to the relocation site in event of emergency would also be issued.

With respect to travel arrangements, each Reservist would be issued broad travel orders requesting priority transportation on civil or military transportation facilities, together with blank travel requests. Since no Government-wide arrangements have been made, it would be desirable, on establishment of a Reserve, for the Department to arrange with the Defense Department for some form of priority travel orders providing for military cooperation in event of emergency. Each Reservist would be held responsible for advance plans as to how he would reach the relocation site under varying travel conditions.

At the initial orientation, Reservists would receive instructions as to emergency plans, materials and instructions available at the site, and as to basic procedures to be followed in providing for continuity of Department of State operations.

At a later date it may be desirable to develop procedures for alerting Reservists if the situation is serious enough to warrant doing so, and for mobilizing the Reserve under extreme circumstances.

Responsibility for the Reserve Program

The Deputy Assistant Secretary for Personnel has been named by the Deputy Under Secretary for Administration as the responsible official for the State Department Executive Reserve program. Accordingly, the direction, maintenance, and coordination of elements of the program rest with him. It will be up to this officer to assure the maintenance of an effective Reserve. Specifically, he must recommend

approval of appropriate regulations; designate Reservists, and provide for a full complement of active Reservists at all times; direct an effective orientation program, coordinating it as necessary with other areas of the Department; carry out the required reporting program; and coordinate the Executive Reserve program with other aspects of the Department's defense planning.

Duration of Reserve Designation

In order to assure, to the maximum extent possible, that the Reserve is maintained on an active basis, it would be desirable to limit the term of designation. It is suggested, therefore, that a person designated as an Executive Reservist should serve for two years, subject to redesignation, unless the designation is terminated in writing upon the request of either the Department or the designee. Further, whenever the status of a Reservist changes in such a manner as to make it unlikely that he would be available for full-time service in the event of national emergency, he should withdraw from the Executive Reserve or be requested to do so. It would, of course, be necessary that a new Statement of Understanding be processed whenever an Executive Reservist changed his employment.

Recruitment Sources

In view of their generalized experience and relatively early retirement age, retired Foreign Service officers are suggested as a primary source of Executive Reservists. Retired Department personnel would constitute a second source, while a third would be Departmental and Foreign Service personnel who have resigned or transferred under honorable conditions. Included in this group are a number of outstandingly able executives who have served in top-level positions, for long enough to have acquired an appreciation of Department of State operations.

Other possible sources would include field employees of other Government agencies, such as Commerce and Labor; business and industry with appreciable overseas operations; and colleges and universities.

Transportation and Subsistence

The amendment to the Defense Production Act, which authorizes the establishment of the Executive Reserve, provides that members "who are not full-time Government employees may be allowed transportation and not to exceed \$15 per diem in lieu of subsistence while away from their homes or regular place of business for the purpose of participating in the Executive Reserve Training program." Standard Government travel regulations would apply to any Government employees who may be included in the Reserve program. ✓

Conflict of Interest

The following is quoted from ODM regulations:

"Activities of persons by reason of designation as Executive Reservists under Executive Order 10660 shall not include acting or advising on any matter pending before any department or agency but shall be limited to receiving training for mobilization assignments under the Reserve program. With respect to activities as so limited, Reservists who are not full-time Government employees shall be exempt from the operation of sections 281, 283, 284, 434, and 1914 of Title 18, United States Code, and section 190 of the Revised Statutes (5 U.S.C. 99).

"If a person designated as an Executive Reservist is to act in any other capacity within ODM, he shall be appointed under appropriate authority, and exemption from the operation of conflict of interest statutes will depend upon provision of the statute and regulation under which the appointment is made."

The regulations for the Department of State Executive Reserve, in accordance with a determination by the Legal Adviser's Office, might include a similar or otherwise appropriate provision for the protection of both the Department and the Executive Reservist.

Timing

A Department of State Executive Reserve can be started very quickly if a policy decision to do so is made, although many details of the program would have to be determined subsequently. The Office of Personnel already has a list of retired Foreign Service officers who could be recalled to active duty, and it is believed that the nucleus of a Reserve could be selected from this list. Further, the Office is prepared to assign a qualified officer to negotiate with prospective Reservists, and to set up a Task Force to develop necessary regulations and procedures. Arranging the initial orientation meeting and developing a sound orientation program would require a considerable expenditure of effort; nevertheless, it is believed that if a Reserve program is authorized an orientation meeting could take place in from two to three months.

Reserve for Foreign Service

The foregoing plan is directed solely toward staffing the headquarters of the Department of State in event of emergency. Once a domestic National Defense Executive Reserve is established and operative, it may be desirable to give careful consideration to the possibility of a similar Reserve to meet emergency requirements overseas.

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